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Its Organization and Work and United States Participation

**UNITED STATES DEPARTMENT OF AGRICULTURE
Foreign Agricultural Service**



THE HOT SPRINGS CONFERENCE

HERE IN THE HOMESTEAD HOTEL,
FORTY-FOUR NATIONS CONFERRED

MAY 18-JUNE 3, 1943

AND PROPOSED THE CREATION

OF THE

FOOD AND AGRICULTURE

ORGANIZATION

OF THE UNITED NATIONS

DEDICATED TO BETTER LIVING

FOR THE

PEOPLES OF ALL THE WORLD.

HOT SPRINGS, VIRGINIA

JUNE 3, 1963

F A O

ITS ORGANIZATION AND WORK
AND UNITED STATES PARTICIPATION

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DIRECTOR GENERALS OF FAO



Lord Boyd Orr (then
Sir John Orr), 1945-1948
(United Kingdom)



Norris E. Dodd, 1948-1953
(United States)



Philip V. Cardon, 1954-1956
(United States)



Binay Ranjan Sen, 1956-1967
(India)

F A O

Its Organization and Work
and United States Participation

by

Ralph W. Phillips
Director, International Organizations Staff
United States Department of Agriculture

INTRODUCTION

This publication is designed to provide information on the manner in which the Food and Agriculture Organization (FAO) was established, how it has developed during its first two decades, and ways in which the United States participates. Also, it provides background on membership, governing bodies, organizational structure, and programs. It is intended for use by those who participate for the United States in FAO activities, or who are otherwise interested in the Organization's objectives and work.

The Nations accepting the FAO Constitution have, in doing so, indicated their determination to promote the common welfare by furthering separate and collective action on their part for the purpose of:

raising levels of nutrition and standards of living
of the peoples under their respective jurisdictions;

securing improvements in the efficiency of production
and distribution of all food and agricultural products;

bettering the condition of rural populations;

and thus contributing toward an expanding world economy.

It was in this spirit that the Organization was established, and that the member countries have undertaken to report to one another, through FAO, on the measures taken and the progress achieved in the fields of action set forth above.

Like other organizations established by governments in the United Nations family of organizations, FAO is an independent entity with its own constitution, member governments, governing body, budget, and program of work.

EARLY HISTORY

The groundwork for the establishment of FAO was laid at a 44-nation Conference on Food and Agriculture in Hot Springs, Virginia, in May and early June of 1943. In October 1945, representatives of 34 nations signed the Constitution. The site was Quebec; the occasion was the first session



Washington, D.C., 2841 McGill Terrace

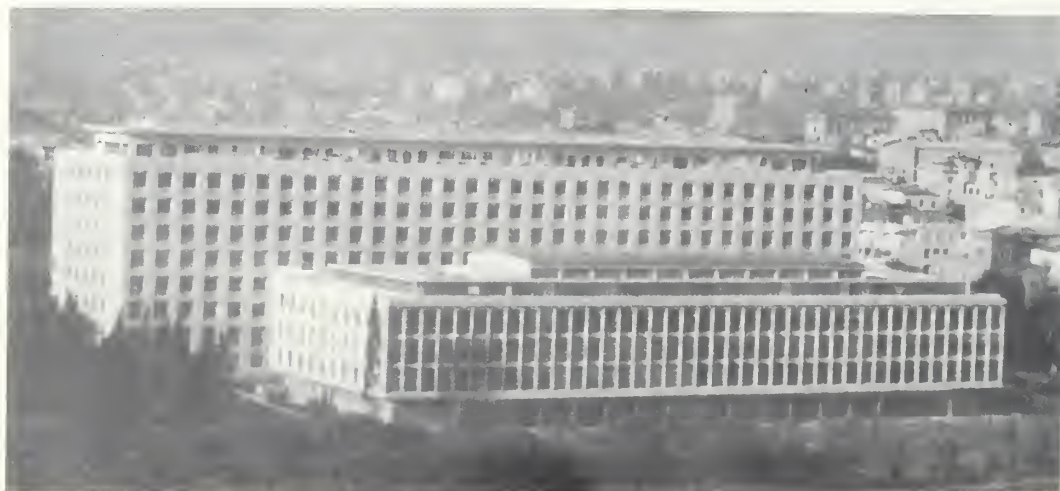
FAO HEADQUARTERS, during the first few months of the Organization's life, in 1945-46, was at 2841 McGill Terrace in Washington, D.C. Then it was located at two other addresses in Washington before being moved to Rome in 1951. There, it occupies the two wings of the building pictured below, plus a third wing that extends to the rear and is not visible in the picture.



Washington, D.C., 2000 Massachusetts Ave.



Washington, D.C., Longfellow Bldg.



FAO Headquarters, Rome, Italy

of the Conference, which is the governing body of FAO. By the close of that Conference, 8 other governments had accepted the Constitution or had been admitted to membership, bringing the total to 42.

The Hot Springs Conference was called on the initiative of President Franklin D. Roosevelt. The United Nations Interim Commission on Food and Agriculture, which functioned until the FAO Constitution was signed, had its headquarters in Washington, D. C. Temporary FAO headquarters were also in Washington from October 1945 until early 1951, when permanent headquarters were established in Rome, Italy.

MEMBERSHIP

Membership in FAO has increased one and one-half times since October 1945. At the close of the Twelfth Session of the Conference in November-December 1963, there were 106 member countries and six associate member countries. Three of the associate members had been admitted with the provision that they could become full members upon achieving independence and adhering to the FAO Constitution. Subsequent to the Twelfth Session of the Conference, one of the associate member countries (Kenya) became a full member, while another (Zanzibar) amalgamated with one of the member countries, and one (Rhodesia and Nyasaland) was dissolved so ceased to be an associate member; thus, there remained 107 member and 3 associate member countries.

In earlier years, China, Czechoslovakia and Hungary had been members, but had withdrawn. Also, subsequent to the Twelfth Session of the FAO Conference, the Union of South Africa indicated its intention to withdraw, effective December 18, 1964. Therefore, membership is somewhat fluid. Members and associate members as of the time of preparation of this publication are listed below, together with the dates of admission.

Member Countries

Afghanistan (Dec. 1, 1949)	Chile (May 17, 1946)
Algeria (Nov. 19, 1963)	Colombia (Oct. 17, 1945)
Argentina (Nov. 27, 1951)	Congo, Brazzaville (Nov. 9, 1961)
Australia (Oct. 16, 1945)	Congo, Leopoldville (Nov. 9, 1961)
Austria (Aug. 27, 1947)	Costa Rica (Apr. 7, 1948)
Belgium (Oct. 16, 1945)	Cuba (Oct. 19, 1945)
Bolivia (Oct. 16, 1945)	Cyprus (Sept. 14, 1960)
Brazil (Oct. 16, 1945)	Dahomey (Nov. 9, 1961)
Burma (Sept. 11, 1947)	Denmark (Oct. 16, 1945)
Burundi (Nov. 19, 1963)	Dominican Republic (Oct. 16, 1945)
Cambodia (Nov. 11, 1950)	Ecuador (Oct. 16, 1945)
Cameroon (Mar. 22, 1960)	El Salvador (Aug. 19, 1947)
Canada (Oct. 16, 1945)	Ethiopia (Jan. 1, 1948)
Central African Republic (Nov. 9, 1961)	Finland (Aug. 27, 1947)
Ceylon (May 21, 1948)	France (Oct. 16, 1945)
Chad (Nov. 9, 1961)	Gabon (Nov. 9, 1961)
	Germany (Nov. 27, 1950)

Ghana (Nov. 9, 1957)
 Greece (Oct. 16, 1945)
 Guatemala (Oct. 16, 1945)
 Guinea (Nov. 5, 1959)
 Haiti (Oct. 16, 1945)
 Honduras (Oct. 16, 1945)
 Iceland (Oct. 16, 1945)
 India (Oct. 16, 1945)
 Indonesia (Nov. 28, 1949)
 Iran (Dec. 1, 1953)
 Iraq (Oct. 16, 1945)
 Ireland (Sept. 3, 1946)
 Israel (Nov. 23, 1949)
 Italy (Sept. 12, 1946)
 Ivory Coast (Nov. 9, 1961)
 Jamaica (Mar. 13, 1963)
 Japan (Nov. 21, 1951)
 Jordan (Jan. 23, 1951)
 Kenya (Jan. 27, 1964)
 Korea (Nov. 25, 1949)
 Kuwait (Nov. 9, 1961)
 Laos (Nov. 21, 1951)
 Lebanon (Oct. 27, 1945)
 Liberia (Oct. 16, 1945)
 Libya (Nov. 24, 1953)
 Luxembourg (Oct. 16, 1945)
 Madagascar (Nov. 9, 1961)
 Malaysia (Nov. 9, 1957)
 Mali (Nov. 9, 1961)
 Mauritania (Nov. 9, 1961)
 Mexico (Oct. 16, 1945)
 Morocco (Sept. 13, 1956)
 Nepal (Nov. 27, 1951)
 Netherlands (Oct. 16, 1945)
 New Zealand (Oct. 16, 1945)
 Nicaragua (Oct. 16, 1945)
 Niger (Nov. 9, 1961)

Nigeria (Oct. 11, 1960)
 Norway (Oct. 16, 1945)
 Pakistan (Sept. 7, 1947)
 Panama (Oct. 16, 1945)
 Paraguay (Oct. 30, 1945)
 Peru (June 17, 1952)
 Philippines (Oct. 16, 1945)
 Poland (Nov. 9, 1957)
 Portugal (Sept. 11, 1946)
 Rumania (Nov. 9, 1961)
 Rwanda (Nov. 19, 1963)
 Saudi Arabia (Nov. 23, 1948)
 Senegal (Nov. 9, 1961)
 Sierre Leone (Nov. 9, 1961)
 Somalia (Nov. 17, 1960)
 South Africa (Oct. 16, 1945)
 Spain (Apr. 5, 1951)
 Sudan (Sept. 13, 1956)
 Sweden (Feb. 13, 1950)
 Switzerland (Sept. 11, 1946)
 Syria (Oct. 27, 1945)
 Tanganyika and Zanzibar (Feb. 8, 1962)
 Thailand (Aug. 27, 1947)
 Togo (May 23, 1960)
 Trinidad and Tobago (Nov. 19, 1963)
 Tunisia (Nov. 25, 1955)
 Turkey (Apr. 6, 1948)
 Uganda (Nov. 19, 1963)
 United Arab Republic (Oct. 16, 1945)
 United Kingdom (Oct. 16, 1945)
 United States of America (Oct. 16, 1945)
 Upper Volta (Nov. 9, 1961)
 Uruguay (Nov. 30, 1945)
 Venezuela (Oct. 16, 1945)
 Viet-Nam (Nov. 11, 1950)
 Yemen (Dec. 9, 1953)
 Yugoslavia (Oct. 16, 1945)

Associate Members

British Guiana (Nov. 9, 1961) Mauritius (Nov. 9, 1961)
 Malta (Nov. 19, 1963)

Prior to becoming members, the following had been associate members from the dates shown in parentheses: Chad (Nov. 5, 1959), Cyprus (Nov. 5, 1959), Gabon (Nov. 5, 1959), Jamaica (Nov. 9, 1961), Kenya (Nov. 19, 1963), Madagascar (Nov. 5, 1959), Mali (Nov. 5, 1959), Nigeria (Nov. 5, 1959), Senegal (Nov. 5, 1959), Somalia (Nov. 5, 1959), Tanganyika (Nov. 9, 1961). Zanzibar was an associate member from Nov. 19, 1963 until it became a part of the United Republic of Tanganyika and Zanzibar.

Poland was a member from October 16, 1945 to April 25, 1951, then withdrew, and was re-admitted on November 9, 1957.

Syria merged with the United Arab Republic for the period February 21, 1958 to September 28, 1961, during which it ceased to hold separate membership. Its membership was resumed on November 4, 1961.

Among the three associate members, Malta is entitled to become a member upon attaining independence and adhering to the FAO Constitution.

GOVERNING BODIES, COMMISSIONS, AND COMMITTEES

The Conference is the primary governing body of FAO. It holds regular sessions biennially. Special sessions may be called to deal with emergency or other special problems. Each Member Government may send one delegate to the Conference, and has one vote. The delegates are accompanied by alternates, associates, and advisers, in accord with the desires of the respective governments. The Conference acts on applications for membership in the Organization, elects member governments to the Council, decides the level of the budget, sets the scale of contributions, reviews and approves the program of work, reviews the state of food and agriculture, makes decisions on administrative and constitutional questions, discusses any special topics that it may include in its agenda, and (when the posts are to become vacant) appoints the Director General and the Independent Chairman of the Council. It also acts on other matters that may appropriately be brought before it. One such matter was the determination of



Main conference hall at FAO Headquarters,
with a plenary meeting of the
FAO Conference in session

the permanent site (Rome) of the Organization's headquarters. Early sessions of the Conference were held in Quebec (1945), Copenhagen (1946), and Geneva (1947). Since that time all sessions have been held at either the temporary headquarters in Washington, or at the permanent headquarters in Rome.

The Council, consisting of 27 Member Governments elected by the Conference, serves as the governing body between sessions of the Conference. Present plans are to enlarge it to 30 or 31 members. It holds at least one full-scale session each year, in addition to brief sessions just prior to and immediately after sessions of the Conference. An independent chairman, elected by the Conference, presides over Council sessions.

This post has been held by Viscount Bruce of Melbourne (Australia), Josue' de Castro (Brazil), S. A. Hasnie (Pakistan), Louis Maire (Switzerland), and the late Georges Haraoui (Lebanon). The United States has served as a member of the Council since it was established in 1947. Prior to that time there had been an Executive Committee consisting of individuals appointed by the Conference; this also included a representative from the United States. Professor Andre Mayer of France served as chairman of the former Executive Committee.

Much of the substantive and detailed work of the Council is carried out in the first instance by committees, leading in turn in many cases to formal Council or Conference action. There are four standing committees dealing with program, finance, constitutional and legal, and commodity problems.

The Program Committee is composed of a chairman, six members, and two alternates, each from a different country, nominated by governments and elected by the Council, but serving in their personal capacities. This Committee advises the Director General and the Council on current and future programs of work and on long-term program objectives. From 1947 until the Program Committee was established in 1957, there had been a Coordinating Committee which was first appointed by the Council in 1947. It consisted of the Chairman of the Council and the chairmen of the advisory committees for the various Divisions of FAO. Later the Committee elected a chairman from among its members. A United States official has served in the Coordinating Committee, or in the Program Committee, since they were established.

The Finance Committee consists of a chairman, four members, and two alternates. Like the members of the Program Committee, each one comes from a different country. They are nominated by governments and are elected by the Council, but serve in their personal capacities. Members must be in the governmental services of their respective countries and have special competence in financial and administrative matters. At the outset, the then-existing Executive Committee served as a finance committee. A Committee on Financial Control was set up by the Council in 1947, and its name was changed to Finance Committee in 1957. An official of the United States has served on this committee since it was first established.

The Committee on Constitutional and Legal Matters is composed of seven Member Nations designated by the Council. It considers those legal and constitutional matters which are referred to it by the Council. It was established in 1957. The United States served on it until the end of 1959, and again following the Forty-second Session of the Council in December 1963.

The Committee on Commodity Problems is composed of 24 Member Governments elected by the Council. It was authorized by the Conference in 1949 and at the outset had only 14 members. It usually holds sessions annually but may, under certain conditions, hold additional sessions. This Committee considers commodity problems of an international character affecting production, trade, distribution, and consumption of agricultural products. It may establish subsidiary bodies to deal with specific commodity problems. Currently, there is a Consultative Subcommittee on Surplus Disposal (which meets regularly in Washington, D.C.), a Consultative Subcommittee on the Economic Aspects of Rice, a Cocoa Study Group, a Group on Grains, a Group on Coconut and Coconut Products, a Group on Citrus Fruit, and a Study Group on Jute, Kenaf and Allied Fibers. The United States has participated regularly in the Committee on Commodity Problems and its various subgroups.

In addition to the four standing committees, there currently exists an FAO/UNICEF Joint Policy Committee, which was established on an ad hoc basis by the FAO Council and the Executive Board of the United Nations Children's Fund (UNICEF) to advise on administrative, financial, and operational problems arising from the joint activities in which FAO and this special arm of the United Nations participate. The United States has been among the five governments designated by the FAO Council to serve on this Joint Committee since its establishment in 1957.

These committees of the Council perform advisory functions which, in many cases, lead to formal action by the two governing bodies, i.e., the Council and the Conference. Although the Committee on Commodity Problems and its subgroups constitute a part of the governing structure, most of the work performed is in fact closely related to the program of work of the Organization. This Committee and its subgroups are serviced by the Commodities Division and provide forums for intergovernmental consultation; only occasionally do these consultations lead to formal action by the Council and the Conference.

Other groups, established by the Conference under provisions of the Constitution (but not tied to the governing body structure), provide forums for intergovernmental consultations, and in some cases for cooperative work. Examples of such bodies are the European Commission on Agriculture, the European Commission for the Control of Foot-and-Mouth Disease, the International Poplar Commission, the International Rice Commission, the regional fisheries councils (including the General Fisheries Council for the Mediterranean; European Inland Fisheries Advisory Commission and Indo-Pacific Fisheries Council), and six regional forestry commissions (African Forestry

Commission, Asia-Pacific Forestry Commission, European Forestry Commission, Latin American Forestry Commission, Near East Forestry Commission, and North American Forestry Commission).

These commissions are serviced by the appropriate Divisions of FAO, and their activities also relate directly to the program of work of the Organization. The United States has participated actively in bodies such as the International Rice Commission, the Indo-Pacific Fisheries Council, and the North American Forestry Commission. Also, observers have been sent to sessions of other commissions when the subjects under discussion were deemed to be of sufficient interest to the United States.

CHANGES IN SCOPE AND LEVELS OF FINANCING

The Organization has grown greatly from its small beginnings in 1945. Its basic objective and function, to promote the progress of agriculture and human nutrition, remains unchanged but there have been substantial changes in emphasis, particularly in relation to technical assistance in developing countries. Also, the Regular Budget has been increased nearly five-fold, while very substantial new sources of financing have emerged.

During its first five years, FAO's activities were largely financed under its Regular Budget. They included international and regional meetings, survey missions to study agricultural problems and propose development programs, collecting and publishing statistical, technical and economic information, organizing such permanent bodies as the International Rice Commission to further cooperative activities between governments, and maintaining contacts - for the exchange of information and ideas - with agricultural leaders in member countries. In this phase direct technical assistance was limited, but missions were sent to Greece, Nicaragua, Poland and Thailand and, in nine countries, FAO rendered technical agricultural assistance under funds it took over from UNRRA. The International Emergency Food Council (later "Committee") which had been set up by FAO to meet the post-war situation was an ad hoc mechanism for voluntarily rationing short supplies of certain agricultural products among countries. It also considered such proposals as a "world food board" and an "international commodity clearing house" none of which led to formal action, but which contributed to the formation of the FAO Council and the assigning to it of the function (among others) of keeping the state of food and agriculture throughout the world under review.

The second phase, from 1951 to 1958, was characterized by a rapid expansion, particularly during the first five years, of field activities resulting from the advent of the Expanded Program of Technical Assistance (EPTA) which brought FAO new resources approximately equal to those supporting the Regular Program. Experts were assigned to advise and assist the governments of developing countries, seminars and training centres were organized, and fellowships provided for more advanced instruction than was available in the countries themselves. Joint projects of FAO and UNICEF filled a similar role and a few technical assistant assignments were also financed from Trust

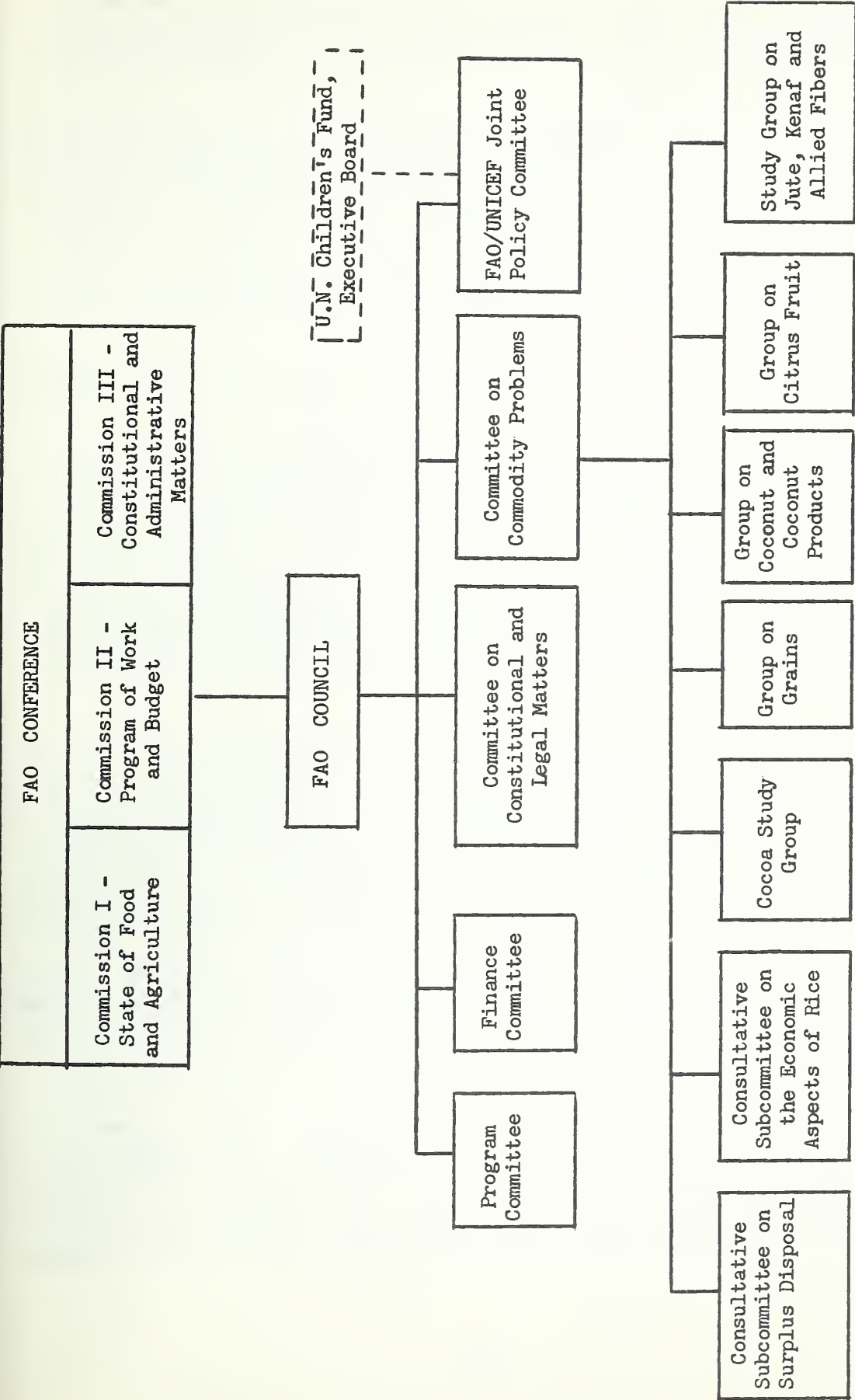


Chart showing the governing structure of FAO, including the Council's Committees and the subgroups of the Committee on Commodity Problems.

Funds provided by the recipient governments themselves. Such projects as the cooperative activities aimed at Desert Locust Control, and wheat and barley breeding programs, enlisted the continuing support of regional groups of member governments.

There was, during this same 1951-1958 period, a continuing growth of activities under the Regular Program. For example, to mention only a few, the Council's Committee on Commodity Problems expanded its scope and influence; the International Plant Protection Convention came into being; regional commissions, permanent committees, working parties, ad hoc conferences and technical meetings became increasingly important as forums for intergovernmental consultation; and provision was made for a small number of research fellowships on problems directly related to the FAO Program of Work.

The upward spiral of FAO's field activities was renewed in 1959, following initiation, in October 1958, of the United Nations Special Fund. Projects assigned to FAO placed at its disposal substantial resources for direct assistance to member countries; these projects are, in general, quite large compared with those under EPTA and go beyond the assignment of advisory experts. Funds are allocated to a project over a period of years and these funds, together with the recipient government's contribution, plus back-stopping by the regular staff, cover its entire cost. The Special Fund is designed to support the surveys, pilot projects and training facilities that are basic to a program of agricultural development. Also, the resources made available under EPTA continued to increase and a rapid expansion in FAO/UNICEF jointly assisted activities contributed further to the upswing of field activities.

The upswing which began in 1959 continued on most fronts during the 1962-63 biennium and are continuing in the 1964-65 biennium. In addition to major increases in the Regular Budget and in the amounts allocated to FAO for the conduct of Special Fund projects, three new lines of activity emerged. A Freedom from Hunger Campaign was initiated in 1960, and in connection with it some funds have been made available to FAO under funds-in-trust arrangements for the carrying out of projects. Also, late in 1961, a joint FAO/UN World Food Program was authorized, on an experimental basis for a three-year period, to test the feasibility of using surplus food in support of economic development. Then, in 1964 a joint arrangement was initiated between FAO on the one hand, and the International Bank for Reconstruction and Development (IBRD) and the International Development Association (IDA) on the other, for the purpose of better coordinating the use of FAO's technical and economic knowledge and IBRD/IDA financial resources in support of agricultural development.

Thus, while FAO's Regular Program for the benefit of all its member countries has increased substantially over the years, there has been a much greater increase in the emphasis upon field programs for the benefit of the developing countries. Consequently, a much larger portion of the total funds available to FAO is now channelled into activities for the benefit of less developed countries, and a smaller portion than in earlier

years into activities for the overall benefit of all members. This reflects both the emergence of many newly independent member nations and an increasing preoccupation with the needs of rapidly growing populations in developing countries, and this trend has had its effect on the Regular Program for, even though that Program has increased considerably, the increase has been offset in part by the impact of increasing field programs upon the balance of activities in the Organization. The result has been that an ever-increasing portion of the time of the headquarters staff has gradually been diverted from the Regular Program to the servicing of field activities.

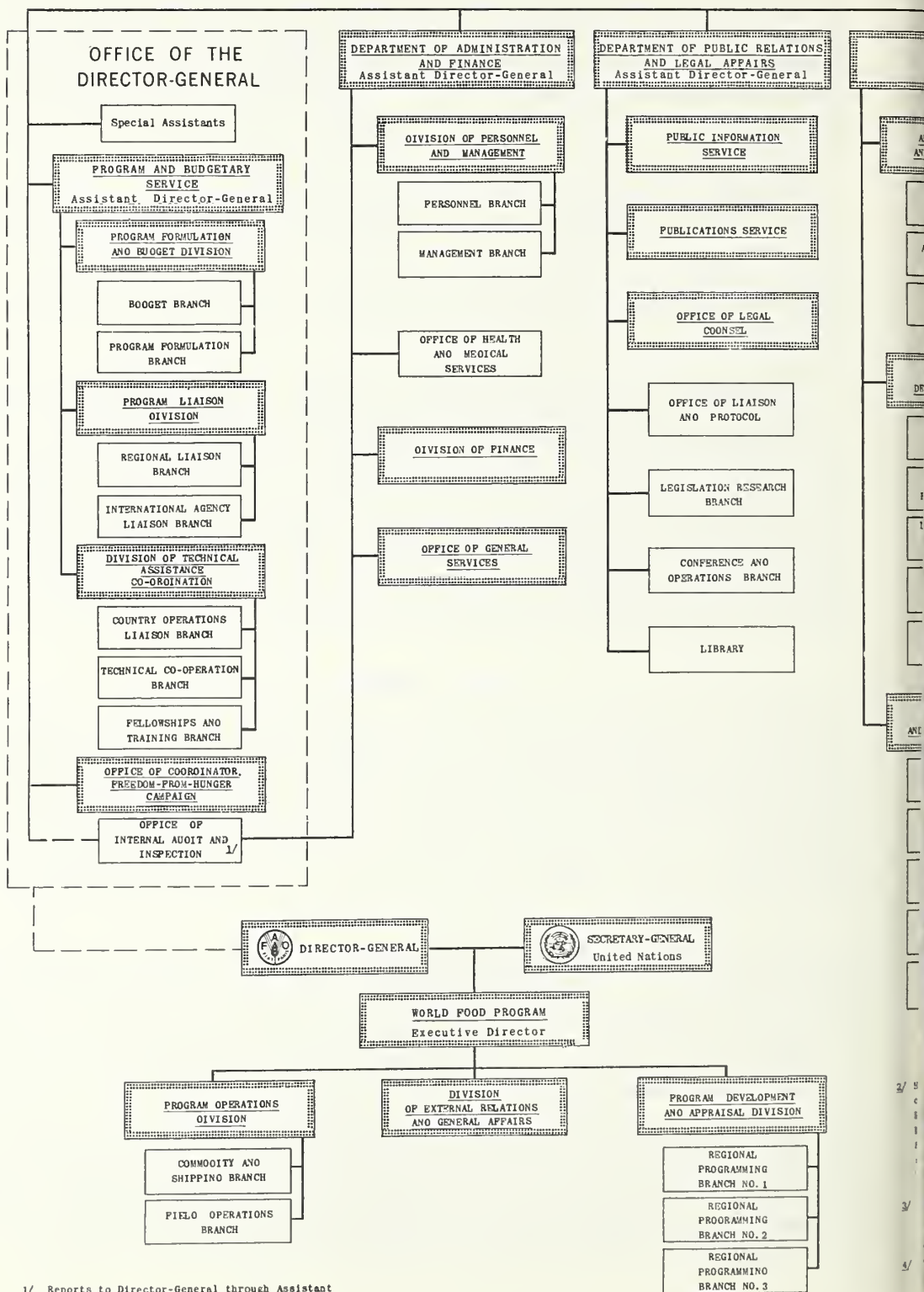
It will be seen from the foregoing that FAO's activities are financed by governments through direct contributions to the Regular Budget of the Organization, through voluntary contributions to EPTA, the U.N. Special Fund, UNICEF, and the FAO/UN World Food Program, through the cooperative effort with IBRD and IDA, and through funds-in-trust provided from various sources.

The level of the Regular Budget indicates something of the general level of financing, although it varies from biennium to biennium. This Budget, to which each member country and associate member contributes according to a formula established by the Conference, is established for each biennium by the Conference. For 1964 and 1965 the approved expenditure Budget is \$38,838,300, or \$19,419,150 annually. After deducting miscellaneous income and income from EPTA, the assessment Budget for that biennium was \$35,530,000, or \$17,765,000 annually. The United States' share is currently 32.02 percent, or \$5,688,353 annually. Funds available from other sources greatly exceed those in the Regular Budget.

ORGANIZATIONAL STRUCTURE

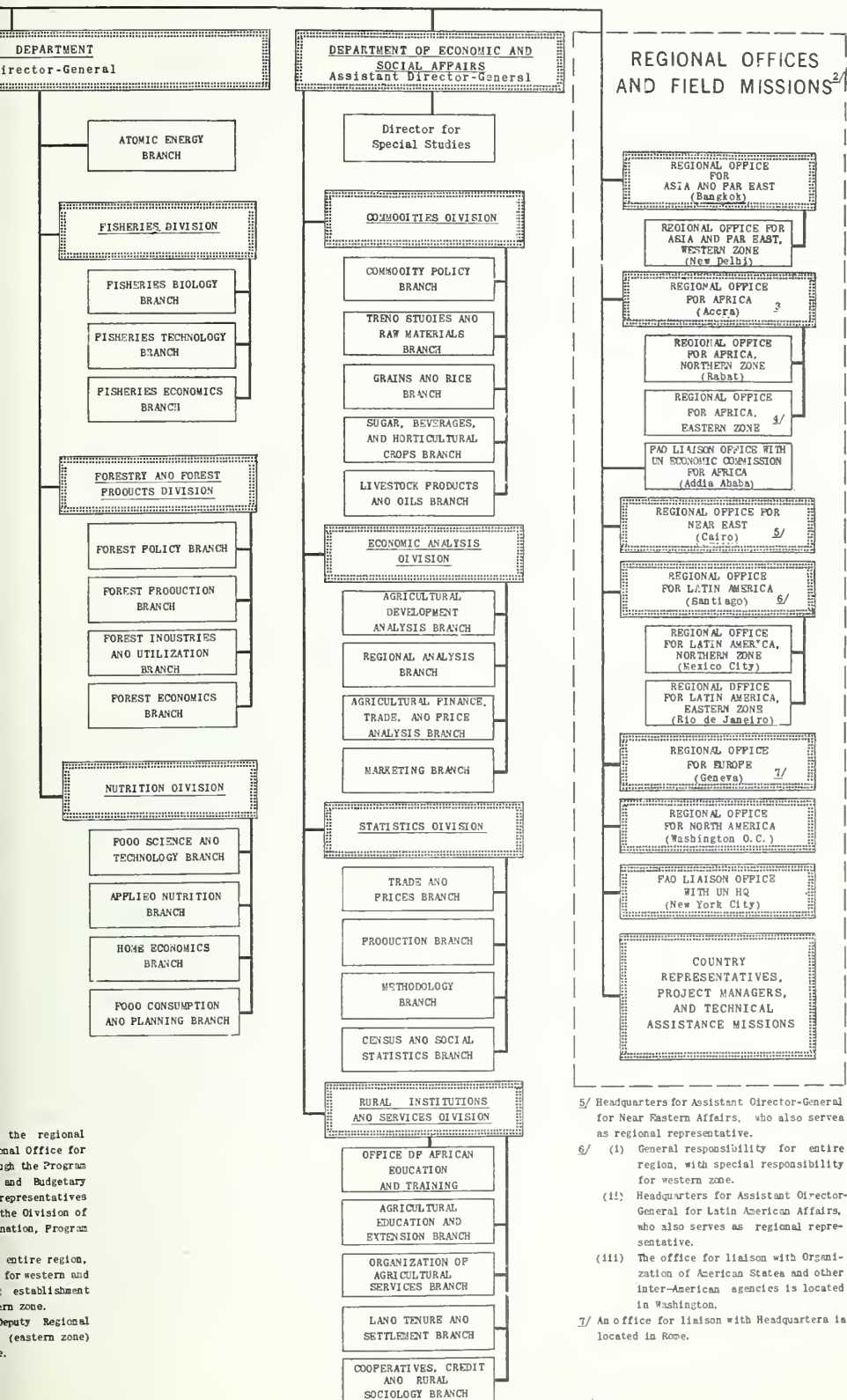
FAO is a relatively young organization. It is natural that a new organization should undergo some structural changes as it finds its way in meeting the needs of its member countries. Also, during its short history, FAO has moved from a time of postwar scarcities to a time of troublesome surpluses of certain commodities in the main exporting countries. Too, there have been changes of leadership, and each Director General has left his mark on FAO.

At the outset there were subject-matter divisions for Economics, Fisheries, Forestry, and Nutrition. Owing to interest in a proposed world food board, economic aspects of agriculture were stressed and the technical aspects were left to one side. It was over a year after the formal establishment of FAO in Quebec that an Agriculture Division was initiated. Somewhat later a Rural Welfare Division was established. When postwar scarcities were becoming less troublesome and countries were turning their attention to longer term commodity problems, a Commodities Division was established, utilizing some personnel from the Economics Division and the secretariat of the International Emergency Food Committee, which had been established by FAO (initially as the International Emergency Food Council).



1/ Reports to Director-General through Assistant Director-General (Administration and Finance).

ORGANIZATION CHART (January 1964)



5/ Headquarters for Assistant Director-General for Near Eastern Affairs, who also serves as regional representative.

6/ (i) General responsibility for entire region, with special responsibility for western zone.

(ii) Headquarters for Assistant Director-General for Latin American Affairs, who also serves as regional representative.

(iii) The office for liaison with Organization of American States and other inter-American agencies is located in Washington.

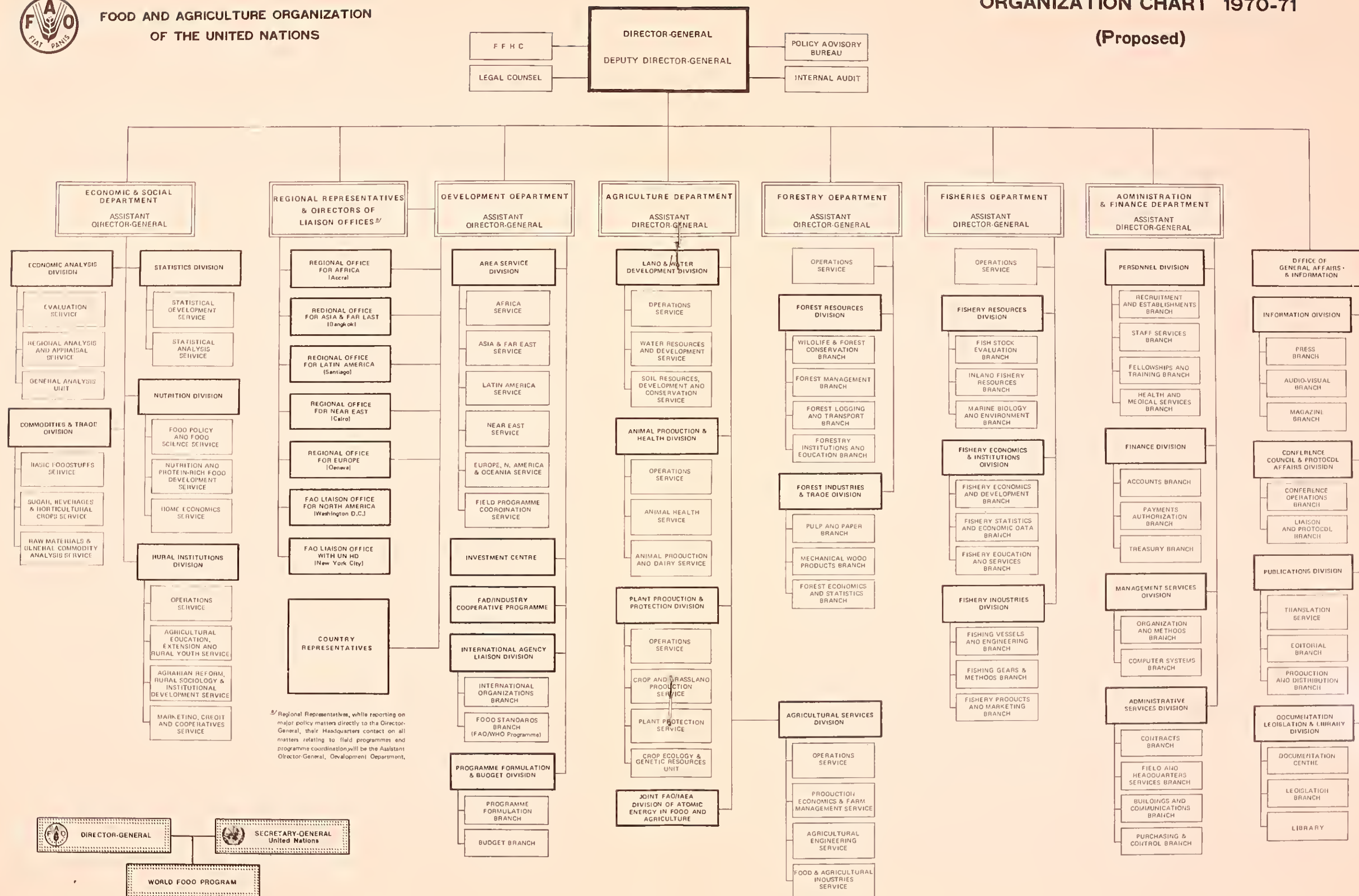
7/ An office for liaison with Headquarters is located in Rome.



FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS

ORGANIZATION CHART 1970-71

(Proposed)



Early in 1951, when the Headquarters of FAO were transferred to Rome, some consolidation took place. The Commodities Division was abolished and most of its functions assigned to the Economics Division. The Rural Welfare Division was also abolished and its functions assigned to the Agriculture and Nutrition Divisions. Thus, from early 1951 to 1958, there was a reasonably stable period during which five subject-matter divisions (Agriculture, Economics, Fisheries, Forestry, and Nutrition) were responsible for the substantive work. However, owing to the concern of member countries with technical agricultural problems, particularly as expressed in their requests for technical assistance, the work in Agriculture expanded more rapidly than in other fields. So it came about that this Division was carrying slightly over half the total work program, taking the regular and the technical assistance programs together.

Thus, a further reorganization was authorized by the Council in 1957 and, after a period of transition, came fully into effect at the beginning of 1960. Since then, some additional adjustments have taken place, and the Organization now has:

(a) A Technical Department, including Divisions for Land and Water Development, Plant Production and Protection, Animal Production and Health, Fisheries, Nutrition, and Forestry and Forest Products. Also, there is an Atomic Energy Branch attached to the office of the Assistant Director General who is responsible for this Department. However, this Branch is in process of being transformed into a Joint FAO/IAEA Division.

(b) A Department of Economic and Social Affairs, under an Assistant Director General, and with Divisions for Statistics, Commodities, Economic Analysis and for Rural Institutions and Services.

(c) A Department of Public Relations and Legal Affairs, under an Assistant Director General.

(d) A Department of Administration and Finance, under an Assistant Director General.

(e) The Office of the Director General. The Director General, who is elected by the Conference, is assisted by a Deputy Director General, a Program and Budgetary Service, Special Assistants, and the Chief of Internal Audit and Inspection. The post of Deputy Director General was first occupied by Noble Clark of the United States, while on temporary leave from the University of Wisconsin. Later, Sir Herbert Broadley (United Kingdom) was appointed to the post, followed by Dr. F. T. Wahlen (Switzerland) and in turn by Dr. Norman C. Wright (United Kingdom), and Mr. O. V. Wells (United States) who now occupies the post.

Details of the organizational structure are shown in the chart on pages 12 and 13. That chart also shows the relationship of the World Food Program to FAO and to the United Nations.

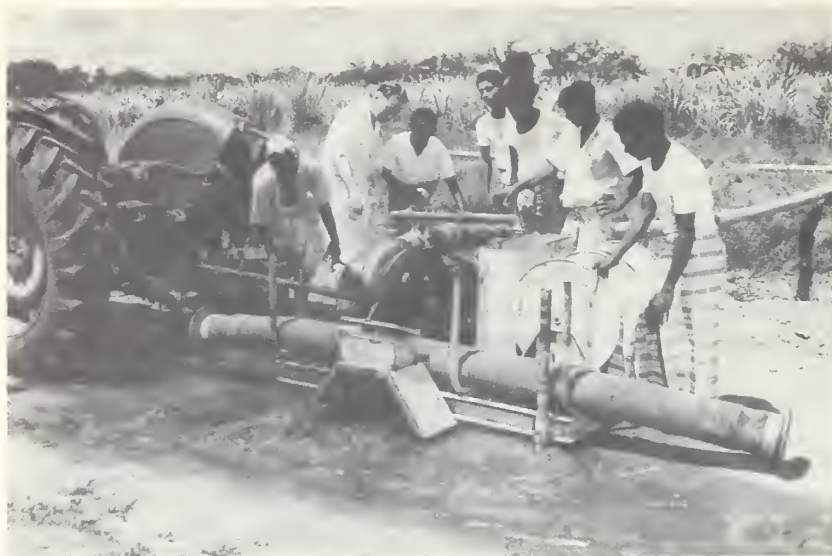
METHODS OF WORK

The methods used by any organization must, of course, be in harmony with the terms of reference of that organization and at the same time provide effective means of achieving its objectives. An international organization such as FAO, which exists to serve its member countries, must select methods which take into account the fact that the Organization has no sovereignty over the governments of its member countries. It must be borne in mind, for example, that FAO owns no land on which it produces food; neither does it have any political control over, or direct advisory contacts with, farmers whereby it can influence the manner in which those farmers utilize their lands and market their products. Likewise, FAO does not own any laboratories in which it carries out research or in which it produces requisites for improving agricultural production, such as vaccines or insecticides. Neither does FAO own any agricultural schools or colleges in which it trains agricultural workers and leaders. All activities of these types, and others aimed at the improvement of the efficiency and total output of agricultural production within countries, are the responsibilities of the governments of those countries. Hence, the methods selected by an international organization must be those which are effective in assisting governments in carrying out their own functions most effectively, and the organization should not in any way attempt to replace the governments in carrying out those functions.

The methods which FAO uses to assist its Member Governments in improving their agriculture are designed to meet these conditions. They may be grouped into the twelve categories listed and described below.

1. The provision of international forums, particularly in the Conference and Council sessions, wherein governments may exchange views on matters affecting agricultural development and on their respective policies for food and agriculture. For example, there has been a great deal of discussion in the Conference, the Council, and the Council's Committee on Commodity Problems on production policies and surpluses. Following the postwar period of shortages, and as technical advances began to manifest themselves more fully in terms of expanded production, particularly in the developed countries, some troublesome surpluses began to accumulate in the main exporting countries. This has led to much careful consideration, in international forums, of ways to improve distribution so that as many people as possible may be well fed. At the same time, production policies have been examined in an attempt to guide countries toward the best use of resources, i.e., how to so adjust national programs aimed at expanding production so that existing surpluses are not further expanded, and so the nutritional needs of food-deficit countries are more nearly met both from the quantitative and qualitative standpoints.

2. The holding of technical and economic meetings, usually on a regional but sometimes on a world-wide basis, in which delegates from countries exchange information and ideas, and arrange for any coordinated action that may be required on problems of common concern. Such meetings include many called on an ad hoc basis to deal with a wide variety of



An FAO agricultural engineer assisting in the development of irrigation for sugar cane lands in Ceylon.

FAO has assisted in development of pond fisheries to provide more animal protein for villagers in Orissa Province, India.



FAO plant pathologist assists Philippine research workers in the study of "kadang-kadang" disease of coconuts.

technical and economic problems, as well as regular meetings of the Committee on Commodity Problems and its subgroups, and of the international and regional commissions organized by FAO.

3. The sending of missions to study the needs of countries which may request such assistance, and to propose programs for agricultural development or to help in implementing such programs. For example, in the earlier years of FAO, such missions were sent to Greece, Poland, Thailand, Nicaragua, and (jointly with the IBRD) to Uruguay. These missions carried out economic and technical surveys and submitted broad proposals to the governments concerned. More recently such a mission was sent to Yemen. Also, in earlier years, specialized oilseed missions were sent to Guatemala and Venezuela. The teams which will assist governments under FAO contracts with the Special Fund may also be grouped in this category, although these teams will go much further than the earlier missions in developing specific plans or in working with governments to initiate the development of a project or a training institution, and in most cases will continue their work for longer periods. This method is also being employed, under the new arrangement between FAO and IBRD/IDA, with emphasis on pre-investment surveys that may lead to the provision of loans for agricultural development.

4. The sending of individual experts or groups of experts to countries for varying periods, to advise and assist the governments which request such assistance in planning and carrying forward technical and economic projects. Some of this work has been done under the Regular Budget and some with funds provided under the UNRRA-Transfer Fund or other special grants, or by the requesting governments. However, most such activities have been carried out under EPTA funds, or under U.N. Special Fund projects, FAO/UNICEF jointly assisted projects, or under projects supported by funds-in-trust.

5. Providing limited amounts of technical supplies, equipment, and literature to enable experts serving in countries to carry forward their advisory activities in an effective manner, particularly by supplying specialized items which are not readily available in the countries receiving assistance. While equipment and supplies are usually limited to laboratory items, such things as tractors for experimental purposes and vehicles for transportation of experts or of supplies (in special cases such as the desert locust campaign in the Near East) are provided. Also, in a few instances, experimental animals, such as flocks of sheep, have been provided. In general, the amounts of supplies and equipment provided have been greater under U.N. Special Fund projects than in connection with field projects supported from other sources.

6. Holding training centers for relatively junior personnel and development centers and study tours for more senior officials in order to impart knowledge of specific techniques to trainees who will use it in carrying forward agricultural projects, or to permit more senior personnel to exchange ideas and study new approaches, as a basis for planning and administering projects in their own countries. Some of these are carried out under the Regular Budget or under special grants, but many



Illustrated here are two of the activities of the International Rice Commission of FAO. Left, field workers at an experiment station in Cuttack, India, cross-pollinate plants in rice hybridization project. Below, delegates to IRC Session, Tokyo, watch demonstration of tractor adapted for rice cultivation.



of them have been carried out as regional projects or in some cases as national projects, under EPTA funds. As of September 1959, approximately 100 such centers had been held as EPTA projects.

7. Providing fellowships for study outside the fellows' home countries, primarily as a means of providing technicians and leaders with training needed to carry forward or administer projects upon which advisory assistance has been or is being given by experts. Most such fellowships have been granted to nationals of the less developed countries, in connection with the several field programs designed to provide technical assistance to those countries. In recent years, the Andre Mayer Fellowships (named after the French Physiologist who served as chairman of the



Illustrated at the left is FAO's program for the field testing of fertilizers, for which the fertilizer industry provides support. An experiment station worker in Morocco explains how yields are increased by fertilizer use. Below, Burmese veterinary students receive instruction from an FAO veterinarian.



Executive Committee, before it was replaced by the Council) were established to foster research on subjects related to the FAO Program of Work, and a limited number is awarded each year.

8. Preparing and publishing documents containing statistics and summaries of new technical and economic findings and other materials for the information of member countries, and in some instances for the guidance of officials in planning and implementing projects for economic development. The nature and extent of FAO's publishing activities is indicated by the following examples: State of Food and Agriculture - a comprehensive review issued annually; World Food Survey, issued in 1946, 1952 and 1963; Agricultural Studies, of which 58 have been issued to date; Agricultural Development Papers, for guidance of agricultural leaders, of

which 76 have been issued; Nutritional Studies, including 18 to date; Periodicals, including Plant Protection Bulletin, Monthly Bulletin of Agricultural Economics and Statistics, FAO Fisheries Bulletin, World Fisheries Abstracts, and Unasylva; Regular Statistical Volumes, including Production Yearbook, Trade Yearbook, Yearbook of Fisheries Statistics, and Yearbook of Forest Products Statistics; and numerous publications in the "Commodity" and "Commodity Reports" series. Other publications which receive more limited circulation include reports of missions, reports of meetings, development centers and training centers, and reports to governments by technical assistance experts.

9. Organizing and servicing permanent bodies, as arms of FAO, to provide continuing mechanisms for (a) consultation among countries which have common problems, and (b) for such cooperative action as the countries concerned may agree to undertake. These arms of FAO include the several regional and international commissions in various phases of agriculture, fisheries, and forestry, to which reference has already been made. Also, governments are assisted in the development of cooperative or coordinated action programs in instances which do not require the establishment of a new intergovernmental arm of the Organization. For example, much has been done in eastern Africa, the Near East, and Asia and the Far East to develop action programs in which various countries cooperate, or develop national programs on a coordinated basis, aimed at the control and elimination of serious animal diseases, such as rinderpest and African horse sickness. Another example is work aimed at control of the desert locust in the Near East and in adjacent portions of northern and eastern Africa, and southwestern Asia.

10. Assisting governments in the preparation and formalizing of conventions aimed at laying the basis for common action. Only one such convention - the International Plant Protection Convention - has been prepared and brought into effect under FAO auspices.

11. Maintaining contacts with leaders in member countries, through correspondence and visits by staff members, to obtain information on their problems, to supply information and advice when requested, and to facilitate the exchange of information and ideas among countries.

12. The use of surplus foods for economic development is now being tested in an experimental way, in a joint FAO/UN World Food Program, so this must be added as a twelfth method of work which is being utilized by FAO in the service of its member countries.

These methods provide a great deal of flexibility, yet conform to the Organization's terms of reference. In actual practice the various methods are inter-related, and it is often necessary to use a number of these methods in dealing with any particular problem, or set of problems, in order to achieve the most satisfactory results.

Training is an important part of FAO's technical assistance work. At right, trainees work in a farm institute in Nigeria where an FAO extension specialist supervises the training.



At left, an FAO expert in food preparation advises Indian workers on establishment and operation of cafeterias.

In Ghana, a woman who has received training from an FAO home economist imparts training in turn to a group of her fellow countrymen.



UNITED STATES PARTICIPATION

United States participation in FAO takes many forms, hence it is difficult to give a reasonably complete, overall account of it. However, some of the main areas of participation are indicated below.

The international conference, in which FAO was conceived, was called by President Franklin D. Roosevelt and was held at Hot Springs, Virginia.

The headquarters of the Interim Commission were in Washington, D.C. during the two and one-half years that FAO was aborning, following the Hot Springs Conference. Then, following the Quebec Conference, the temporary headquarters of FAO were in Washington, D.C. until the transfer to the permanent site in Rome took place early in 1951.

The FAO Library, called the David Lubin Memorial Library, is named after the American whose activities led to the establishment in 1905 of the International Institute of Agriculture. Following World War II, that Institute's assets (including its Library) were absorbed by FAO.

The United States contributes the largest proportion (currently 32.02 percent) of any country to the Regular Budget, and an even larger portion (40 percent) to EPTA and to the U.N. Special Fund - the two most important sources of financial support for FAO field programs. It also is the major contributor to other bodies, such as IBRD, IDA and UNICEF, which cooperate with FAO in joint activities, and also to the joint FAO/UN World Food Program.

Two of the four persons who have occupied the post of Director General, and two of the five who have served as Deputy Director General have been from the United States. At other levels, United States nationals were well represented up to 1951 but, following the transfer of headquarters to Rome, the proportion of United States nationals on the staff, both at headquarters and in the various field programs, has been and remains unduly low.

Even so, considerable numbers of United States nationals have participated in FAO activities, either as members of the permanent staff at headquarters and in regional offices, or as temporary employees under the Expanded Program of Technical Assistance (EPTA) or on projects financed by the U.N. Special Fund, or as short-term consultants under other field programs or in association with the regular program of the Organization. Assignments under EPTA, the Special Fund and other field programs are temporary in nature and may vary from a few weeks or months to one, two or more years. Those under EPTA are usually for one or two years in the first instance, but some are extended for longer periods while in other instances experts are moved from one post to another, so remain in FAO service for considerably longer periods. Projects under the Special Fund are programed for their full duration at the outset, and for these projects experts may be employed for three, four or more years if such periods of assignment are required for the completion of projects. In addition to those who have served in permanent posts on the regular staff, or on temporary assignments

in field programs, United States nationals have served as heads of FAO missions, as short-term consultants on many subjects, and as members of panels, committees and working parties of experts.

One of the most important functions of FAO is the provision of international and regional forums wherein national and agricultural policies and problems, and technical and economic problems in the fields of food and agriculture can be discussed. The United States actively utilizes these forums wherein the discussions are beneficial to all participating countries, not only because of the mutual benefit arising from the exchange of information and ideas, from improved understanding of each others problems, and from the development of coordinated approaches to common problems, but also because of the overall contributions such discussions make to better understanding among nations.

In addition to these benefits of the international forums provided by FAO, the policies of the Organization are to a considerable degree evolved through the FAO Conference and the FAO Council and its subsidiary bodies, and also in technical and economic conferences, meetings, working parties, etc. The United States has taken an active part in such policy discussions.

The degree of United States participation in FAO forums of all types is indicated by the following statistics regarding participation in FAO-convened meetings, by representatives of the Department of Agriculture, during the last eight years:

<u>Year</u>	<u>Number of -</u>	
	<u>Meetings</u>	<u>Participants</u>
1956	27	38
1957	29	53
1958	28	61
1959	34	68
1960	39	78
1961	50	104
1962	53	101
1963	49	299

The exceptionally large number of participants in 1963 resulted from the fact that the United States hosted the World Food Congress in Washington, D.C. in that year. The foregoing figures do not include representatives of the Department of Interior who participated in relation to fisheries matters, nor of the Department of State in relation to constitutional, legal, financial and other policy matters, nor of other departments who are concerned with FAO affairs.

Collection and publication of worldwide statistics is another of the important functions of FAO. The data are supplied for the most part by Member Governments. Therefore, each year, data are supplied to FAO for the United States and its territories on various aspects of agricultural,

fisheries, and forestry production and trade, on the production and consumption of fertilizers, on food consumption, and related matters. The United States in turn receives the FAO production and trade yearbooks and other publications summarizing world statistics, or giving the food balance picture, or summarizing the current situation regarding various commodities.

FAO also collects and publishes information, on a worldwide basis, in a wide range of technical fields and on economic matters, relating to agriculture, fisheries and forestry. The United States contributes to the assembling of such information by participation in technical meetings, by supplying consultants, through the contribution of published and unpublished materials, and in other ways.

FAO publications, including statistical volumes and all types of technical and economic publications, are supplied to member governments according to a quota system established by the FAO Conference. The United States quota is adequate to permit distribution to the libraries of the land-grant colleges and universities, 14 depository libraries, libraries of Federal departments and agencies having interests in FAO activities, to a few key subject-matter specialists of these departments and agencies, and on a selective subject-matter basis to the respective departments in the land-grant colleges and universities. The supply does not permit free distribution to individuals, but FAO publications may be purchased from the FAO sales agent in the United States:

International Documents Service
Columbia University Press
2960 Broadway
New York 27, New York

Documents for Conference and Council sessions, and for other meetings, usually mimeographed, are supplied in more limited quantities, and are distributed only to those officials or individuals who are concerned with preparations for and participation in particular sessions or meetings.

Mention was made in an earlier paragraph of the hosting of an FAO meeting. The United States Government provides hostship facilities for such meetings from time to time, and some examples are the International World Fishing Boat Congress (Miami, Florida - November 1953), a meeting of the Consultative Subcommittee on the Economic Aspects of Rice (Washington, D.C. February 1958), a Latin American Soils Meeting (jointly with North Carolina State College; Raleigh, N.C. - August 1960), a Conference on Fish in Nutrition (Washington, D.C. - September 1961), a World Scientific Meeting on Biology of Tuna and Related Species (LaJolla, California - July 1962), the World Food Congress (Washington, D.C. - June 1963), and the Fifth FAO Conference on Wood Technology (Madison, Wisconsin - September 1963). In addition, a Consultative Subcommittee on Surplus Disposal meets regularly in Washington, D.C., several times each year.

Also, in support of FAO's training activities, the United States Government has served as host to an FAO/IAEA International Training Course on

Radioisotope Techniques in Agricultural Research (jointly with Cornell University; Ithaca, New York - July to September 1959), a Study Tour on Watershed Management (August to October 1949), an FAO/IAEA International Training Course on Radioisotopes in the Animal Sciences (jointly with Cornell University; Ithaca, New York - July and August 1962), an FAO/WHO/IAEA International Training Course on Surveys for Radionuclides in Foods (Cincinnati, Ohio - September and October 1962), an IAEA/FAO International Training Course on the Use of Radiation and Isotopes in Entomology (jointly with the University of Florida; Gainesville, Florida - October and November 1963), and a Forest Fire Control Study Tour (July and August 1964).

In addition to the hosting of training courses and study tours, the United States has also received many nationals of other countries for training under FAO fellowships. During the last eight years the numbers of trainees taking up studies in the United States have been as follows:

<u>Year</u>	<u>Number</u>	<u>Year</u>	<u>Number</u>
1956	95	1960	49
1957	99	1961	74
1958	85	1962	40
1959	70	1963	122

This brief account of United States participation is, as was stated at the beginning, only indicative of the general nature and extent of that participation. However, it is clear that, from the beginnings of FAO at Hot Springs, the United States has participated actively in the shaping of the Organization's policies and programs, and that it has assisted in many ways in the implementation of those policies and programs. Thus, the United States has helped to build FAO as a useful and effective mechanism for international consultation and collaboration in the broad field of agriculture, including fisheries, forestry and human nutrition.

COORDINATION OF UNITED STATES PARTICIPATION

Following the founding Conference of FAO in October 1945 when the United States became a member of the Organization, the President of the United States, in a letter to the Secretary of Agriculture, dated March 6, 1946, directed the Secretary to "take the leadership in coordinating the work of the various agencies of the Government in problems arising from U.S. participation in the Food and Agriculture Organization." At the same time, the President established an interagency committee, with the Secretary of Agriculture, or his nominee, as chairman, and charged the committee with "responsibility for ensuring that our Government aids to the fullest extent the proper functioning of the FAO."

Thereupon, an inter-departmental committee was established as the U.S. FAO Interagency Committee, to coordinate the work of the various agencies of the Government on problems arising from United States participation in FAO; to ensure that the U.S. Government aids to the fullest extent the

proper functioning of FAO: to assist in formulating the positions which the U.S. Government should take in the various fields of activity falling within the general purposes and functions of FAO; and to provide a suitable channel for the speedy exchange of communications between FAO and the United States.

These terms of reference do not preclude the responsibility of the Secretary of State for policy guidance on international political questions and on general organizational and administrative questions as they affect the relationships of the Food and Agriculture Organization and other international organizations; nor do they preclude the Secretary of State's responsibility for final decisions on official United States representation at FAO Conferences, Council sessions, and other meetings.

The Assistant Secretary of Agriculture for International Affairs serves as Chairman of the Committee, the Director of the International Organizations Staff serves as Vice-Chairman, and a member of the International Organizations Staff serves as Secretary. Activities of the Committee are coordinated by the Director of the International Organizations Staff.

Membership on the Committee is composed of representatives of the Departments of Agriculture; Commerce; Defense; Health, Education, and Welfare; Interior; Labor; State; Treasury; and the Bureau of the Budget. Representatives of 10 nongovernmental organizations serve as advisers to the Committee. Observers from the Food for Peace Office in the Executive Offices of the President, and from the Peace Corps, also participate.

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UNITED STATES PARTICIPATION
IN OTHER INTERNATIONAL AGRICULTURAL ORGANIZATIONS AND
ORGANIZATIONS TOUCHING ON AGRICULTURE

In addition to FAO, the United States holds membership in the following intergovernmental agricultural organizations:

- Inter-American Institute of Agricultural Sciences
- International Cotton Advisory Committee
- International Seed Testing Association
- International Sugar Council
- International Wheat Council
- International Wool Study Group

Other intergovernmental organizations which do not deal primarily with agricultural matters, but which touch on agricultural problems in one way or another, in some cases to a substantial degree, are as follows:

United Nations

- Economic Commission for Africa
- Economic Commission for Asia and the Far East
- Economic Commission for Europe
- Economic Commission for Latin America
- Expanded Program of Technical Assistance
- United Nations Special Fund
- United Nations Children's Fund

- General Agreement on Tariffs and Trade
- Inter-American Development Bank
- International Atomic Energy Agency
- International Bank for Reconstruction and Development
- International Civil Aviation Organization
- International Development Association
- International Finance Corporation
- International Labor Organization
- Intergovernmental Maritime Consultative Organization
- International Monetary Fund
- World Health Organization
- World Meteorological Organization
- United Nations Educational, Scientific, and Cultural Organization

Caribbean Organization

- Inter-American Statistical Institute
- Organization of American States
- Organization for Economic Cooperation and Development
- Pan American Health Organization
- South Pacific Commission

The United States participates as a member in all these international and regional organizations, with the exception of one arm of the United Nations, the Economic Commission for Africa, where it may be represented only by an observer, and the Caribbean Organization in which the United States holds observer rather than member status.

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